

PROGRAM FOR REVIEW OF MANPOWER UTILIZATION
IN THE FEDERAL GOVERNMENT

I. Introduction

The preliminary report by the Subcommittee on Manpower Utilization of the Committee on Post Office and Civil Service of the House of Representatives, dated August 9, 1953, recommended that the heads of the departments and agencies make objective surveys, using the agencies' own personnel, directed toward the elimination of the extensive use of specialists, staff organization, and other wasteful practices at all levels of the operations.

Under the authority of H. Res. 304, 84th Congress, the House Committee on Post Office and Civil Service is directed to conduct investigations and studies relating to the utilization of manpower in the Federal Government. Pursuant to this authority, Chairman Tom Murray of the Committee requested the departments and certain designated agencies to make self-studies of their organization and functions in cooperation with the Committee (see exhibit A) for the purpose of improving manpower utilization and personnel management.

A conference was held on September 22, 1955, with liaison officers appointed by the departments and certain agencies, in order to elaborate on the Committee's objectives. At that time, Congressman James C. Davis, Chairman of the Subcommittee on Manpower Utilization and Departmental Personnel Management, stressed the need for reducing government payrolls by at least 10 per cent (see exhibit B). Mr. Davis stated that the Subcommittee would expect each department and agency to make a self-analysis of its functions. Exhibit C is a guide for use by these departments and agencies in performing self-analyses where analyses are not already being made.

The subcommittee program is directed toward two goals. First, immediate action which should lead to an eventual overall reduction of 10 per cent in the number of civilian employees on government rolls. Second, development of functional survey and manpower accounting and control concepts which will enable each department and agency to analyze its operations on a continuing basis in the interest of maintaining economical use of manpower.

It should be emphasized that the subcommittee approach to reducing manpower is to be on the basis of an engineered reduction in manpower and not an arbitrary percentage cut in non-essential and essential functions alike. The objective is the selective elimination of manpower performing unnecessary functions or whose efforts overlap or duplicate others. In reaching its reduction goal, a department or agency may not find it desirable to effect much, if any, reduction in certain organizational units, while in others an even greater reduction than 10 per cent can be effected in the interest of better government.

II. Suggested Program and Reports

A. Suggested steps to be taken to effect immediate manpower reductions

The following program is suggested as an aid to the departments and agencies in working toward the first goal of this study, namely, a 10 per cent reduction of civilian personnel on government rolls:

1. The immediate issuance by the head of each department and agency of a policy statement on personnel hirings which will restrict hirings to the absolute minimum. A specific restriction on new appointments is an important requirement if manpower reductions are to be realized promptly.

2. The review of delegations of authority for hiring personnel. Administrative approval for new hirings should be kept at a high enough level to assure that the filling of vacant positions will be made only after it has been determined by proper administrative authority that such action is absolutely necessary under new criteria established in keeping with this program.

3. The establishment of a specific numerical goal for reduction of manpower during the next 90 days. This reduction goal should be based on filled positions as of August 31, 1955, and not on authorized positions. Manpower reductions should be accomplished by normal attrition as far as is practicable.

4. The adoption of the following actions to achieve immediate reductions:

(a) Review, by the supervisor or head of each operating unit, of the unit operations to determine where it might be possible to eliminate, by transfer or attrition, one or more filled positions.

(b) Review, by the supervisor or head of each higher echelon unit, of the unit operations to determine where it might be possible to eliminate, by transfer or attrition, one filled position. It is important that consideration be given to effecting manpower savings in each organizational unit at every echelon of responsibility.

B. Review of basic manpower controls

A review of basic manpower controls will provide a quick general view of the nature and extent of such controls over positions, spaces, or billets by direct numerical authorizations and allocations rather than by indirect financial or funding controls over expenditures. A report on this review should be submitted to the Committee not later than December 15, 1955. A copy of a suggested report format is attached as "Exhibit D".

C. Reappraisal of management surveys and other studies

Any non-implemented recommendations made in management surveys or other studies which it is believed will result in a reduction of manpower requirements and an improvement in management should be reappraised and presented to the department or agency head.

D. Survey of selected functions

The functional survey should be initiated as soon as possible by making an analysis of the function selected. The memorandum entitled, "Analysis of the Operations and Organization of a Functional Survey Program" (Exhibit C) should be utilized as a guide in performing the analysis of the selected function.

E. Manpower progress reports

The format for a monthly "Manpower Progress Report" is attached as Exhibit E. This report will serve to keep all interested parties informed of progress in achieving the objectives of improved manpower utilization and reduction in the number of civilian personnel on Government rolls. This report should be in agreement with the monthly report submitted to the Civil Service Commission. The report may be expanded by each agency to meet their own reporting requirements. The first report should cover the period ending November 30, 1955 and should be submitted to the Committee not later than December 15, 1955.

Members of the committee staff under the direction of W. T. Ellis will be available for consultation and can be reached on Code 190, extension 2089.